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104TH CONGRESS }  
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SENATE

{ REPORT  
104-377

### NATCHEZ INTERMODAL TRANSPORTATION CENTER

SEPTEMBER 30, 1996.—Ordered to be printed

Mr. MURKOWSKI, from the Committee on Energy and Natural Resources, submitted the following

### REPORT

[To accompany S. 902]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 902) to amend Public Law 100-479 to authorize the Secretary of the Interior to assist in the construction of a building to be used jointly by the Secretary for park purposes and by the city of Natchez as an intermodal transportation center, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill, as amended, do pass.

The amendments are as follows:

On page 2, line 7, after “Secretary” insert “shall”.

On page 2, line 9, and on page 3, line 11, strike “\$2,500,000” and insert “\$3,000,000”.

#### PURPOSE OF THE MEASURE

The purpose of S. 902 is to authorize the Secretary of the Interior to enter into an agreement with the city of Natchez, Mississippi in order to contribute to the planning and construction of an intermodal transportation center. The transportation center would be leased by the National Park Service from the city of Natchez and would serve as the administrative headquarters and visitor center for Natchez National Historic Site.

#### BACKGROUND AND NEED

European settlement of Natchez began with the French trading post in 1714. In the decades before the Civil War, Natchez became a commercial, cultural, and social center of the South’s “cotton belt,” with power and wealth unmatched by other southern towns

of comparable size. Today, the city of Natchez has one of the best preserved concentrations of significant antebellum properties in the United States.

Natchez National Historical Park was authorized in 1988. The Park consists of a collection of historic properties, including Melrose, the home of a wealthy planter. The Park also includes the home of William Johnson, a prominent free African American living in Natchez during the Antebellum era.

The legislation establishing Natchez National Historical Park authorizes the National Park Service (NPS) to enter into cooperative agreements with the City of Natchez for the purposes of preserving and interpreting historic properties outside of the Park's boundaries. The legislation also authorized the NPS to work with the City on a feasibility study to extend the Natchez Trace Parkway into Natchez. The study is currently underway. The 1993 Natchez National Historical Park General Management Plan provides for the NPS to explore the option of providing visitor services and interpretation at a combined welcome/visitor center together with the City of Natchez and the State of Mississippi. The plan further suggests that the facility could also accommodate the administrative headquarters for Natchez National Historical Park.

The proposed intermodal transportation center would serve two primary purposes—as a welcome and orientation center for the City, and a transportation center serving the city's visitor attractions. The National Park Service would be represented through information and exhibits on Natchez National Historical Park and the Natchez Trace Parkway. The National Park Service would provide visitor services at the Center. The Center would house the administrative headquarters for the Historical Park and a Parkway Ranger Office.

Because of inadequate parking in downtown Natchez, the transportation component of the Center will be designed to alleviate parking and traffic congestion. City buses and tour buses will be able to drop people off and pick people up at the center, but no buses will be housed at the center. There will also be a 300-space parking lot with dedicated spaces for recreational vehicles and vans.

The Intermodal Transportation Center is estimated to cost \$8 million. The National Park Service would be authorized to expend \$3 million through the enactment of this legislation (as amended), with \$3.4 million in ISTEA (Intermodal Surface Transportation Efficiency Act) funding and \$2.1 million in state and local revenue.

#### LEGISLATIVE HISTORY

S. 902 was introduced by Senator Cochran on June 8, 1995. The Subcommittee on Parks, Historic Preservation and Recreation held a hearing on the bill on April 25, 1996. At the business meeting on September 12, 1996, the Committee on Energy and Natural Resources ordered S. 902 favorably reported, as amended.

#### COMMITTEE RECOMMENDATION

The Committee on Energy and Natural Resources, in open business session on September 12, 1996, by a unanimous voice vote of

a quorum present, recommends that the Senate pass S. 902, if amended as described herein.

#### COMMITTEE AMENDMENT

During the consideration of S. 902, the Committee adopted a technical and a conforming amendment to S. 902. An amendment changing the Secretary of the Interior's authorized limit toward the Federal contribution for planning and construction of the intermodal transportation center from \$2,500,000 to \$3,000,000 was adopted to conform with language in the FY 1996 Interior appropriations bill.

#### SECTION-BY-SECTION ANALYSIS

Section 1(a) amends the October 8, 1988, Act creating a national park in Natchez, Mississippi.

Section 1(b)(1) authorizes the Secretary of the Interior (Secretary) to enter into an agreement with the city of Natchez, under which the Secretary would agree to pay the city up to \$30,000,000 toward the construction of a structure by the city of Natchez which would be used for: (A) the administrative headquarters and visitor center for Natchez National Historical Park; (B) an intermodal transportation center for the city of Natchez.

Section 1(b)(2) authorizes that the amount of the payment may be available for matching Federal grants.

Section 1(b)(3) directs the Secretary, prior to the execution of the agreement, to enter into a contract, lease, cooperative agreement, or other appropriate form of agreement with the city of Natchez which would provide for the use and occupancy of the structure at no cost to the Secretary (except maintenance, utility, and other operational costs) for a period of 50 years, with an option for renewal by the Secretary for another 50 years.

Section 1(b)(4) authorizes an appropriation in the amount of \$3,000,000.

#### COST AND BUDGETARY CONSIDERATIONS

The following estimate of the cost of this measure has been provided by the Congressional Budget Office:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
*Washington, DC, September 20, 1996.*

Hon. FRANK H. MURKOWSKI,  
*Chairman, Committee on Energy and Natural Resources,*  
*U.S. Senate, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed S. 902, a bill to authorize the Secretary of the Interior to assist in the construction of a building to be used jointly by the Secretary for park purposes and by the city of Natchez as an intermodal transportation center, and for other purposes. S. 902 was reported by the Senate Committee on Energy and Natural Resources on September 16, 1996.

S. 902 would authorize the appropriation of up to \$3 million for the Department of the Interior to assist the city of Natchez, Mis-

Mississippi with the construction of a building to serve as the administrative headquarters and visitors' center for the Natchez National Historical Park and as transportation center for the city. The bill also would require the Secretary of the Interior, before assisting with the construction of the building, to enter into a 50-year agreement with the city of Natchez for the use of the building at no cost to the federal government (except for certain operational costs).

Based on information from the National Park Service (NPS), CBO estimates that the building would cost about \$8 million to construct, and that the Secretary would contribute \$3 million towards the planning and construction of the building. We expect that such contributions would be paid sometime over the next two years. The city would pay the remaining planning and construction costs. In addition, CBO estimates that the NPS would need about \$50,000 a year upon completion of the building to pay for operational costs. In both cases, such spending would be subject to appropriations of the necessary amounts. Because enactment of S. 902 would not affect direct spending or receipts, pay-as-you-go procedures would not apply to the bill.

S. 902 contains no private-sector or intergovernmental mandates as defined in the Unfunded Mandates Reform Act of 1995 (Public Law 104-4), and would impose no costs on state, local, or tribal governments. The city of Natchez would benefit as a result of the assistance authorized by the bill.

If you wish further details on this estimate, we will be pleased to provide them. The CBO contacts are Rachel Forward (for federal costs), and Marjorie Miller (for the state and local impact).

Sincerely,

JUNE E. O'NEILL, *Director*.

#### REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 902. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from the enactment of S. 902, as ordered reported.

#### EXECUTIVE COMMUNICATIONS

On September 13, 1996, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth Executive agency recommendations on S. 902. These reports had not been received at the time the report on S. 902 was filed. When these reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by the Department of the Interior at the Subcommittee hearing follows:

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR FOR  
PROFESSIONAL SERVICES, NATIONAL PARK SERVICE, DE-  
PARTMENT OF THE INTERIOR

Thank you for the opportunity to offer the Department of the Interior's views on S. 902, a bill to authorize construction of a building in Natchez, Mississippi to be used for park purposes and as an intermodal transportation center.

We recommend enactment of S. 902 with one technical amendment.

Authorized in 1988, Natchez National Historical Park was established to preserve and interpret the sites and structures associated with the history of the Natchez region, and to foster an understanding of the social, political, and economic history of the Natchez region from pre-historic to modern times, with an emphasis on the cotton era (1795 to 1908).

As the symbolic capital of the cotton era, Natchez was located in the center of the richest cotton-producing lands in the world. As a result, the world's richest cotton planters chose Natchez as their residence, the place to display their wealth and culture. Natchez had the highest concentration of white-columned southern mansions in an urban setting and has a highly significant concentration of mid-19th-century-decorative arts.

Although serving as both a major port for shipping cotton and a slave market, Natchez contained a significant population of free African-Americans prior to the Civil War. The house of William Johnson (a free African-American), which was added to the park in 1990, represents this era of Natchez history. Prior to the Civil War, anti-secessionist feelings among the cotton planters ran counter to the prevailing views of their southern neighbors.

Following the Civil War, Natchez experienced significant participation by African-Americans in State and national politics. Equally important is the rapid decline of that participation after reconstruction (1877) and the loss of the vote among African-Americans (1890). Resources in Natchez provide a special opportunity to depict the African-American continuum from slavery to modern times.

Prior to the cotton era, Natchez played an important role in the settlement of the country by Europeans and in the pre-European era. The Grand Village of the Natchez Indians represents the best example of Mississippian culture and the place where Europeans interacted with that culture. During the late 1790s and early 1800s the Natchez Trace, which begins in Natchez and ends in central Tennessee, served as a passageway to the southwest frontier.

The law establishing Natchez National Historical Park authorizes the National Park Service to join the city of Natchez in historic preservation efforts and to enter into cooperative agreements to interpret and improve historic properties beyond park boundaries. The law also author-

izes the National Park Service to work with the city of Natchez to prepare a feasibility study to extend the Natchez Trace Parkway into the city. The Environmental Impact Statement for this study is underway.

The park's 1993 General Management Plan recommends that the National Park Service explore the option to provide visitor interpretive services at a combined welcome/visitor center with Natchez and the State of Mississippi. The plan further suggests that the facility could accommodate the administrative headquarters for the Natchez National Historical Park. The 1987 General Management Plan for the Natchez Trace Parkway also calls for a visitor contact facility to be constructed in Natchez near the parkway's terminus to provide information and orientation to northbound visitors on the parkway.

For the last several years, the National Park Service has been negotiating with the city and the State to bring the idea of a jointly-operated visitor/administrative facility for the park and an intermodal transportation center for the city to fruition. We believed the establishing legislation offered sufficient authority to consummate this relationship, but we were counseled that specific authority was needed for the Secretary to enter into an agreement with the city and to authorize the Secretary's financial contribution. In the proposed agreement the National Park Service would assist the city of Natchez with the construction of a visitor/administrative facility and intermodal transportation center. The National Park Service would occupy approximately half of the space rent-free in the 30,000-square foot building. Building utilities and maintenance are to be shared proportionally by the occupants. We estimate that the National Park Service share of those utility and maintenance costs would be \$50,000. The city would assume responsibility for all grounds maintenance. In addition, the NPS would need to allocate two FTEs and \$70,000 annually to staff the visitor center.

In February 1994, the Department of Transportation awarded the city of Natchez a \$3.4 million Intermodal Surface Transportation Efficiency Act (ISTEA) grant, which the city decided to allocate to this project. The city requested the National Park Service become a partner in a jointly operated Welcome Center. The city also sought the support of the State of Mississippi which operates a Welcome Center in Natchez. The State agreed to provide financial support and to close its facility upon completion of the new welcome center. The project is estimated to cost \$8 million. With passage of this legislation, the NPS would be authorized to contribute \$2.5 million.

Currently the administrative functions for Natchez National Historical Park are located in a park-owned historic house at the Fort Rosalie area of the park. In 1716, the French established the first European settlement, a simple palisade known as Fort Rosalie on the Natchez bluffs, to promote trade and to protect their claim to the region. Fort

Rosalie, significant for its archaeological resources, served as the site for the British, Spanish, and American occupations through 1804. The General Management Plan recommends that the park-owned historic house be used only as the visitor contact point and rest rooms for Fort Rosalie.

Providing a visitor facility at the terminus of the Natchez Trace Parkway has been a high priority for the National Park Service for many years. Providing suitable and sufficient administrative space for Natchez Historical Park and restoring the Fort Rosalie site has become a high priority. Both of these needs will be met with the new visitor/administrative facility and intermodal transportation center. We will share the facility with the city of Natchez Convention and Visitor's Bureau and the State of Mississippi Welcome Center.

Appropriation of funds for this project would be contingent upon federal budgetary constraints and the Administration's funding priorities.

We recommend one technical amendment by inserting the word "shall" after the words "The Secretary" on line seven of the second page of the bill.

Mr. Chairman, this concludes my prepared remarks. I would be pleased to answer any questions.

#### CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill S. 902, as ordered reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

"An Act to create a national park at Natchez, Mississippi" (16 U.S.C. 410*oo* et seq.)

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#### SEC. 3.—ACQUISITION OF PROPERTY.

(a) *IN GENERAL*.—Except as otherwise provided in this section, the Secretary may acquire, by donation, purchase with donated or appropriated funds, or exchange, land or interests in land, together with structures and other improvements thereon and personal property, which is included within the park. In addition the Secretary may acquire by any such means personal property associated with the park as he deems appropriate for the interpretation of the park and such additional lands and properties as may be necessary for purposes of an administrative headquarters and administrative site. Any land, interests in land, structures, improvements, personal property owned by the State of Mississippi or political subdivision thereof, may be acquired only by donation. The Secretary may not acquire fee title to any property other than the property he deems necessary for an administrative site and headquarters and the property referred to in paragraph (1) or (2) of section 2, and the Secretary may not acquire the property referred to in section 2 unless at least 25 per centum of the fair market value

of such property (as determined by the Secretary) is donated to the United States in connection with such acquisition.

(b) *BUILDING FOR JOINT USE BY THE SECRETARY AND THE CITY OF NATCHEZ.*—

(1) *CONTRIBUTION TOWARD CONSTRUCTION.*—*The Secretary shall enter into an agreement with the city of Natchez under which the Secretary agrees to pay not to exceed \$3,000,000 toward the planning and construction by the city of Natchez of a structure to be used—*

*(A) by the Secretary as an administrative headquarters, administrative site, and visitors' center for Natchez National Historical Park; and*

*(B) by the city as an intermodal transportation center.*

(2) *USE FOR SATISFACTION OF MATCHING REQUIREMENTS.*—*The amount of payment under paragraph (1) may be available for matching Federal grants authorized under other law notwithstanding any limitations in any such law.*

(3) *AGREEMENT.*—*Prior to the execution of an agreement under paragraph (1), the Secretary shall enter into a contract, lease, cooperative agreement, or other appropriate form of agreement with the city of Natchez providing for the use and occupancy of a portion of the structure constructed under paragraph (1) (including appropriate use of the land on which it is situated), at no cost to the Secretary (except maintenance, utility, and other operational costs), for a period of 50 years, with an option for renewal by the Secretary for an additional 50 years.*

(4) *AUTHORIZATION OF APPROPRIATIONS.*—*There is authorized to be appropriated \$3,000,000 to carry out this subsection.*